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Government
Publications

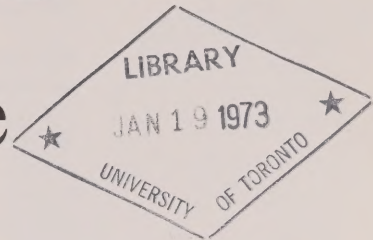
Canada. Ministry of State [for]
Urban Affairs
Rapport

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Volume 1, number 1
December, 1971

RAPPORT

Volume one
Number one



The purpose and value of Rapport is clearly communication. It is essential that all of us involved in the adventure of creating the Ministry communicate with each other freely, frankly and often. I welcome Rapport as an additional opportunity of speaking and listening for all of us. The launching of this paper will allow us to raise ideas, big and small, of common concern in a variety of ways and to have fun while doing it. Such a free exchange will help the Ministry fulfill its mandate and achieve an exciting atmosphere for creative work.

I wish all those involved with Rapport the best of luck and the satisfaction of starting an important and useful link in building our Ministry.

DR. H. PETER OBERLANDER.

section "Tête à Tête", which is specifically for staff essays and other reports on what we in the Ministry are doing, explains how effectively a computer can be used to detail space allocations. Also, Communications Branch pinpoints the information already available here on River Road. Today it's the turn of I.R.S.; in future issues, each unit can explain what it is up to.

Rapport is a tool. It is a communication link within the Ministry. Sheila Protti describes another of these links. Still further tools are on the Communications Branch Information table on the seventh floor, which carries Hansard references of interest, indexed statements by the minister on housing and urban affairs, précis of all speeches by the Minister since 1970, and brochures explaining the Ministry.

While you're at this information table, look into Bill Barnard's newspaper clippings where there are files on materials as disparate as Transport and Housing, Day-Care and Judicare.

Have a good look at this first copy, take issue with it, and bring out suggestions for improvement and additional material.

There is room for growth here, space for satire, and wit, for essays and letters, for debate and confrontation. Please use it, contacting Courtney Tower or Stephen Boissoneault.

As a demonstration of our concern for the condition of Canadian cities the Ministry of State for Urban Affairs could refuse the FREE PARKING offered by the Public Service Commission".

Anonymous, posted at 7th floor elevator.
November 25, 1971.

Volume one, number one, is the first issue of Rapport—the Urban Affairs home magazine.

Although the nuts and bolts work of putting the copy together in a format is done by Communications Branch, the content, we hope, will come from the readers. In this number for example, Sheila Protti describes the facilities available at the Information Resource Service. Allen Bernholtz in the



Ministry of State

Urban Affairs
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Division

Information Resource Service

The Information Resource Service (I.R.S.), part of the Communications Branch, provides MSUA personnel with research-based material for the work of the Ministry. The *Resource* runs the gamut from basic reference tools and texts to who's doing what, where and why in Urban Research. The *Service* handles requests for information and keeps everyone aware of the information available at the library on the sixth floor. The Information Resource Service can now offer:

Inter-Library Loan Service:—give us the author, title, publication information and if it's not too new we'll get it—anywhere in the world.

Circulation of material received:—this is supposed to be fast and efficient and it's the users who make it so. Most circulation lists put your name at the bottom of 40 others—the I.R.S.'s service puts you first in five.

Periodicals:—over thirty five now regularly received.

Newsletters:—Thirty five are on order. Newsletters often are the most informative of tools.

Serials:—Thirty five serials are on order. This is a slow process; some take up to three months to come.

Clippings and News Releases:—We get press clippings of Canadian papers daily from CMHC—you can see these on the sixth floor. Communications on the seventh floor is building up a media monitor file for your use. We also receive press releases from thirty other federal departments and agencies. Press Releases from the Provinces are in the state of "having been requested—not yet received".

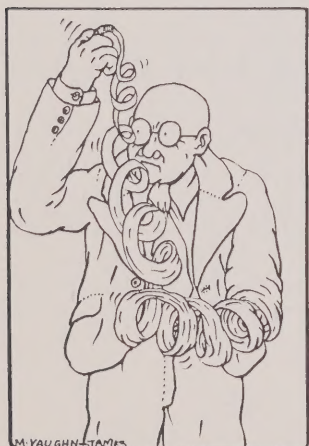
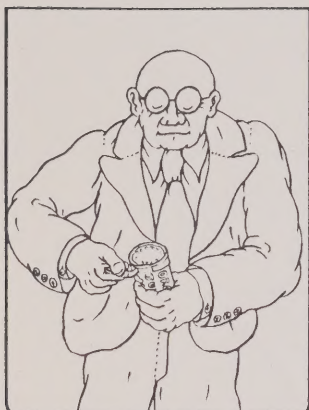
Research in Progress:—More than two hundred research reports from Canada and abroad are now recorded.

Urban organizations and institutions:—we now have more than forty files on Canadian, American and various foreign and international agencies whose activities are of

interest from Canada's Intergovernmental Committee on Urban and Regional Research to UNESCO to Resources for the Future, Inc. Reports on the work and urban research activities of Municipalities and Provinces are in the offing.

This is just a sampling of the (potential) wealth the Information Resource Service can offer. More is to come. For example, we will be receiving newspapers. Your comments and suggestions are always welcome.

Sheila Protti
Information Resource Service.



Personnel

If you're walking around the building these days and running into new faces, chances are you've been staring at one of the persons listed below, recent arrivals at Urban Affairs:

P.A. Baril	Research
Stephen Boissonneault	Communications
Adela Bradley	Secretary
Raymond Brazeau	Finance
C.H. Cotterell	Computer Programming
Paul Darby	Research
P. Keilhofer	Research
Jim Lawrence	Xerox
Eleanor Little	Secretarial Services
James W. MacNeill	Assistant Secretary (Policy and Research)
Bryan Murphy	Personnel
Maurice Rabot	Communications
B. Sterparn	Research
Lisette Vanier	Administration
Pamela Wilkes	Secretarial Services

Participation

First Ministers' Conference

The Federal-Provincial conference of First Ministers was held in Ottawa, on Monday November 15, Tuesday 16, and Wednesday November 17.

It was the first federal-provincial conference with Urban Affairs on its agenda, and it was the first federal-provincial conference to bring municipal delegates to Ottawa.

On November 17, the agenda dealt with tri-level consultation. This item considered the value of initiating a consultative process on Urban Affairs which involved the provinces because they clearly had constitutional concerns and interests; the Federal Government because it has wide ranging program responsibilities and national concerns; and the municipalities, because they are closest to the urban problem and have considerable administrative and executive responsibilities.

Urban Affairs was put on the agenda to clarify the need for tri-level consultation and to stress the Federal Government's willingness to initiate the process by putting its own policies and policy ideas into the consultative process with the provinces and municipalities.

The Prime Minister made a significant statement emphasizing the Federal Government's commitment to playing a significant role in Urban Affairs and saying that Mr. Andras as Minister of State would, in fact, play the lead role in coordinating and integrating the federal responsibility in this area.

Mr. Andras explained why the Federal Government is anxious to consult the provinces and at the same time involve the municipalities. The Minister stated that the federal government is willing to start this process soon, by putting its own, strictly federal policies on the table for consultation and discussion before they become effective through new or expanded legislation.

Both Mr. Andras and the Prime Minister assured the Premiers that the Ministry is not going to be concerned with municipal affairs and that it is not concerned with municipal institutions, but that we will be concerned



with urbanization at the national scale and that it should be able to engage in a meaningful dialogue both with the provinces and with the municipalities on problems of urban change which are national in character.

Mr. Andras made a clear distinction between municipal institutions and Urban Affairs and again emphasized the fact that the Federal Government respects the provincial position vis à vis their own municipalities. He made clear that it was for the provinces to determine the manner, the timing, and indeed the choice of bringing the municipalities into the dialogue.

The provinces supported the idea of tri-level consultations in varying ways and finally it seemed agreed that tri-level consultations should take place. The initiative, it was agreed, ought to come through an existing three-man committee, namely; Mr. Andras, federally, Mr. Bales, provincially, and Mr. D'Amour representing the municipalities. This Committee was to explore ways and means of initiating the consultation process and was to arrange for a meeting early in the New Year.

Dr. H. Peter Oberlander.

On the question of convening a conference involving three levels of government:

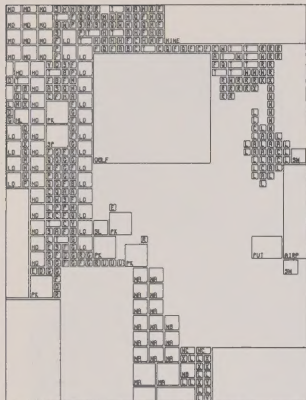
"... we recommend that the (federal) Ministry of State for Urban Affairs convene an early federal-provincial conference to work out plans for the holding of the first tri-level conference to decide upon representation and to draft an agenda."

Allan Blakeney
Premier
Saskatchewan.

Making reference to article 92 of the British North America Act giving the provinces exclusive jurisdiction over municipal institutions: "This difficulty *forbids* us . . . to consider the proposition."

Robert Bourassa
Premier
Québec.

Tête à tête



LOKAT PROGRAMME

That is a simulated city, in the illustration on the left. It is Timmins, Ontario, as seen by a computer. It is not the Timmins that exists now, but the Timmins that a computer programme called Lokat produced on paper—the Timmins that could be, if the views and priorities of the people feeding data into the computer were accepted.

The Lokat programmes can be used to help urban planners draw pictures of how spaces within any given area relate to each other. They can make it possible for an individual, for that matter, to participate in the design of his own home. I have developed the Lokat programmes over the past three years, for the past two and a half years in conjunction with a very able statistician named Steve Fosburg of Cambridge, Massachusetts.

Lokat is a generalized Spatial Allocation procedure and can be used:

- to plan furniture layout in a room
- to plan rooms in a suite
- to plan suites in a department
- to plan departments on a floor
- to plan floors in a structure
- to plan structures on a lot
- to plan lots in a neighbourhood
- to plan neighbourhoods in a city
- to plan cities in a region
- and so on

In the case of Timmins, producing a simulated city with a population of 25,000 people included keeping the existing river, lake and two gold mines as constant factors. Then 45 different land uses, repeated 819 times, were fed in. Some of these land uses included: high, low and medium density housing, food stores, clothing stores, schools, speciality shops, travel services, entertainment, hotels, motels, parks, golf courses, airports, churches, cemeteries, storage and warehousing, hospitals, and so on.

The illustration here is one of several alternatives generated by an economist, Dr. Martin Ulrich, and Mitch Vlad, both of the Ministry. Their ideas of how a city ought to

function are the criteria used to make their pictures of the city. The picture represents their views, for instance, of considerations such as circulation, goods and supplies movement, functional proximity of one aspect of a city (say, schools) to another (homes), developer philosophy, city administrator philosophy, designer philosophy, aesthetics.

Feed these criteria into the computer and the result within six to ten minutes is a graphic representation, plus numerical analyses, of what each criteria employed means in terms of the physical relation of each of the land uses to each other.

Portions of the city may be selected and enlarged for more detailed decision-making solutions.

There is no one correct solution. A range of alternatives, however, is produced.

The ability to generate hypotheses and models so quickly means, of course, that a greater proportion of the designers' or developers' time can be spent on improving the quality of the data used.

The programmes are reversible and can be used to evaluate proposed solutions as well as to generate solutions.

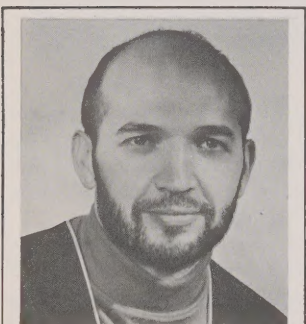
What all of this means is that it now becomes possible for everyone to participate in the design of, say, his own home.

A verbal description of the lifestyle a person would like can be used to generate matrices that represent criteria which can be qualitative or quantitative. These matrices in turn give possible alternative ways of achieving this lifestyle in the layout of the living quarters of a house, in the layout of a community, or whatever it may be.

With current capabilities in Canada, remote processing centres could be established throughout the country to which planners, designers, planning boards and interested laymen would come and take part in the ultimate design of their habitat.

Not 2074 but Urban Affairs Canada, 1971.

Allen Bernholtz
Research.

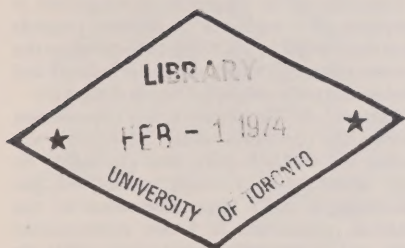


Allen Bernholtz is a consultant to the Research and Policy Branch of the Ministry, doing work in computer application in architecture design and planning. A graduate in Architecture from the University of Toronto and U.B.C., a researcher and author, Allen has taught at Harvard, the University of Montreal, Waterloo University and the University of Toronto. The greatest single influence on his Design philosophy, says Allen, was working with Marshall McLuhan at the Centre of Culture and Technology in Toronto.

Vol 1, No. 2
April, 1972
Ottawa

RAPPORT

IIPS and others . . . Studying urban choices



Hon. Ron Basford

The Urban Affairs Ministry in some of its first research contracts has gone looking for the views of Canadians as to what they want of their cities.

A \$75,000 research contract was recently awarded a team at the University of British Columbia which is building a computer model meant to inform citizens and decision-makers about the consequences of urban policy ideas.

The Inter-Institutional Policy Simulator (IIPS) takes in information on population, economics, transportation, recreation and other key urban material. When it is completed in 1975, it will report by easy-to-read charts and maps the likely consequences of changes of zoning, bridge-building, establishing more parks, or any other policy action.

The Ministry's decision to join the IIPS project was announced by Urban Affairs Minister Ron Basford, who took over the portfolio on January 28. The former Minister, Robert Andras, moved to Mr. Basford's former portfolio, Consumer and Corporate Affairs.

Mr. Basford is the MP for Vancouver Centre, which has the highest population density of all Canadian federal ridings. As a

city MP and as a citizen, he told Rapport, he sees the new Urban Affairs Ministry 'at the heart of the federal government's participation in helping to shape Canada's urban future at a time of intensive urban growth and change.' Greater involvement by citizens, governments, industry, academics and other Canadians must be directed toward expressing and establishing choices for the urban future, Mr. Basford said.

Mr. Basford said the IIPS project is an 'approach to learning what we have now, what we want done with it and what may happen according to different decisions we could take.' The Urban Affairs Ministry joins the management of the \$1.3 million project with the city of Vancouver, the Greater Vancouver Regional District, the Ford Foundation, the University of British Columbia and the British Columbia government.

The IIPS project forms an inter-related whole with two other projects launched by the Ministry in Vancouver as the first of a national series of research forays to determine lifestyles that Canadians have and want.

A \$35,000 contract was awarded a team headed by Dr. Charles Gray of UBC to research the social and leisure activities of Greater Vancouver people as a guide to the kinds of homes and surroundings they have and want to have. The project includes large-scale interviewing.

The third project is a \$67,000 contract with the University of British Columbia, plus field and analysis work by the Ministry itself, to survey and interview people of all income levels, neighbourhoods and language origins in Greater Vancouver about the services, amenities and environment they want now and tomorrow.

Mr. Basford said all these projects would provide the experience for similar projects in other major urban centres, to develop tools for the wider expression of choice in goals and policies.

Canada



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Participation

External Research Contracts

As part of its programme to support urban research in the country, the Ministry of State for Urban Affairs has so far awarded 10 research contracts totalling more than \$618,000. The contracts are for work based in six cities — Montreal, Ottawa, Toronto, Winnipeg, Edmonton and Vancouver.

The Ministry shares the funding of some of these research projects with other Federal agencies, municipal and provincial governments, and interested private institutions and universities.

The biggest single contract awarded this year — \$350,000 — goes to the Ottawa-based Canadian Council on Urban and Regional Research.

CCURR is composed of people from Canadian governments, the universities and the private sector.

CCURR, with the help of research agencies, intends to analyse and develop a national urban research strategy; promote a greater competence in urban management; create a bibliographic clearinghouse on current and recent urban studies, and develop an urban information exchange service in Canada. The Council will support research on

urbanization in regional development, on options in Canadian urban population distribution, and on the changing character of decision-making in Canadian urban affairs.

CCURR proposes to pursue the development of a bibliographic clearinghouse on current and recent urban studies by continuing and improving the chief publication *Urban and Regional References*, by improving the quarterly *Bulletin*, and by undertaking the publication of those research results, urban research policy papers and conferences proceedings which CCURR has supported.

Urbanization in Regional Development is composed of a sequence of research projects being supported by CCURR to determine the processes through which urban settlement and development contribute to regional growth;

Options in Canadian Urban Population Distribution describes some 30-40 projects funded by CCURR with over \$300,000 to date, which seek to find causes for the concentration of a large proportion of the Canadian population in a few metropolitan areas, and to determine what instruments are available for modifying the trend;

Towards Long Term Study

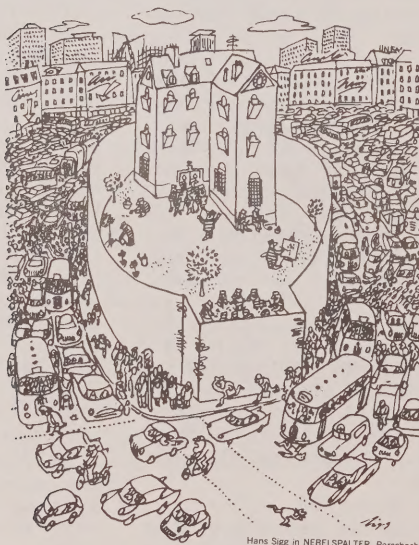
The Changing Character of Decision-Making in Canadian Urban Affairs: CCURR will continue to support some 25 studies in the area of urban policy formation and decision-making within the growing complexity of inter-governmental pressures.

Heating Study

The city of Toronto, Department of Public Works, receives \$20,000 for a research project on the Toronto District Heating System. Implementation of the project, by 1975, is expected to cost the city \$625,000.

The project idea, which dates back to a resolution proposal adopted by Toronto City Council in 1968, aims to 'maintain and improve... the atmospheric environment of Toronto.'

Related to the Toronto District Heating System project, is the development of an air pollution control model of Toronto, which is now in the testing stage. Developed by the province, the Toronto model will eventually be linked into a larger system.



Hans Sigg in NEBELSPALTER, Rorschach



The project, designed to explore the feasibility of undertaking a major and long-term study of the urban public economy of Canada, is headed by professor Richard M. Bird of the Institute.

The Intergovernment Committee on Urban and Regional Research (ICURR) is receiving \$47,500 from the Ministry and a like amount from Central Mortgage and Housing Corporation which also reports to Mr. Basford. The funds are to support ICURR's role of disseminating urban research information among governments in Canada.

The Canadian Federation of Mayors and Municipalities was awarded \$35,000 for specific projects aimed at extending urban research in Canada.

Funds of \$50,000 were awarded INTERMET, a Canadian-based international agency, for preparatory work leading to development of a national urban policy in Canada.

Rounding out the contracts announced thus far are the latest three, in Vancouver, which are described on page one.

Office Linkages

The University of Toronto, Geography Departments, receives a \$5,246 contract to study office linkages in Toronto.

Professor James W. Simmons, of the Geography Department, will head the study that aims to collect information about the population of office establishments. This analysis, the study proposes, will lead to recommendations on future spatial distribution of offices. The project is designed to collect information about the population of office establishments ranked according to the nature of firms; to analyze the spatial distribution of businesses; to monitor the face-to-face communication patterns between offices of various kinds and look for those which are interrelated.

Urban Public Economy

The Canadian Urban Public Economy: An Exploratory Study, a project undertaken by the Institute of Policy Analysis, University of Toronto, receives \$10,816.



From LE NOUVEL OBSERVATEUR, Paris

Division

Film Programme

A film programme designed to inform and to spur the exchange of ideas between viewers has been started in the Ministry.

The series, launched on March 7, is the 'films to eat lunch by' movies shown every Tuesday at 12:30 in the multi-media room on the fifth floor. The programme is a joint venture of the Communications Branch and the Information and Data Systems Branch.

The films in the series will be chosen because they portray some factual information about a particular facet of life. Although films from around the world will be shown, an attempt is made to include films that are on topics of interest to Canada. Some films may be chosen mainly because they are of a high quality, such as 'Bethune', the first film of the series. This was a documentary on the life and work of the Canadian surgeon, Dr. Norman Bethune. At times, two films will be shown immediately one after another to enable viewers to get two different pictures of one group or society. At other times, films will be shown because they contain descriptions of how some people deal with their society. Examples of this is the upcoming series on American activist Saul Alinsky, or the National Film Board's 'Challenge for Change' films. The first film of this series was a collage of Challenge for Change films and interviews which explained why and how the NFB uses film as a means of creating in citizens an awareness of how their community works. The three films that followed in this series were examples of the programme in action.

To gear the programme more closely to the needs of viewers a questionnaire was circulated. The returns — exceeding 80 per cent of those sent out — produced many ideas and suggestions for material.

The questionnaire revealed that the programme could be broadened. Ministry personnel suggested use of audio tapes, slide presentations, film festivals, outdoor screenings and invited speakers.

Suggestions or questions about the programme can be discussed with Antoinette Edwards, the programme coordinator of the Information and Data Systems Branch, or Stephen Boissonneault of the Communications Branch.



These are the movies scheduled this April and the first week of May for the films to eat lunch by series, shown every Tuesday at 12:30 in the multi-media room on the fifth floor.

Films

- | | |
|----------|------------------------------------------------------------------------------------------------------------------------------------------|
| April 11 | 1) LA VILLE ET SA REGION:
The first of four movies to be shown this month from the "Life of the City" series by Lewis Mumford. |
| | 2) THE HEART OF THE CITY:
Lewis Mumford series. |
| April 18 | 1) LA VILLE EST-ELLE HABITABLE?
Lewis Mumford series. |
| | 2) THE CITY AND ITS FUTURE:
Lewis Mumford series. |
| April 25 | SAD SONG OF YELLOW SKIN:
A documentary about a war ravaged people, filmed in Saigon, South Vietnam. |
| May 2 | CULLODEN
A BBC look at British history using modern day documentary techniques. |

Research

Rapport is pleased to have the opportunity of printing the first serious bit of work to come from the Research division of the Ministry. It is a request for money addressed to the Director of Research at the Ministry, from the Center for the Absorption of Federal Funds, Grant Swinger (PhD., F.R.S.C.) Executive Director.

'Dear Sir: My colleagues and I at the Center, having the time to think profoundly in ways not vouchsafed to academics and others burdened with the dreary necessity of actually doing something, have, I believe, serendipitously stumbled on a concept so sweeping in its simplicity, yet of such over-powering practical potential, that I feel it worth the risk of premature disclosure inherent in seeking the support of your Ministry. God alone could predict the ramifications of this startling idea.

Briefly, then, and in its barest form my associates in the Centre's Breakthrough Division have conceived the notion of a planar surface bounded by a line of finite but minimal length. Proceeding deductively with the most rigorous mathematical logic, aided by a linked pair of CDC 7700's, we have shown that there exists an invariantly monotonic relation between the distance from the point of minimum aggregate travel on the plane to its outer edge and the length of the bounding line, and we are now generating iterative algorithms in a search for a sufficient approximation of its area from the data inputs.

You will now appreciate, I think, what might otherwise appear as an overly portentous opening declaration on my part. Not only have we — it seems, and I fervently believe — hit upon a new Perfect Form, in the Platonic sense, but on a phenomenon which may, for the first time in the Centre's distinguished history, have actual technological spin-offs. Think of it! Stood on edge and laterally impelled in the direction of its planar axis, this object would roll indefinitely in conformance with the Second Law. Horizontal, and with bevelled edge, it would constitute an excellent manhole cover, as it could not be inadvertently dropped into the manhole.

Needless to say, our predilection here at the Centre is for pursuing theoretical work. One of our younger mathematicians, Dr. Sanfaçon, is working on a strict proof that our new object can be derived from an orthogonal projection of a sphere. Time will tell.

What I mean to suggest, Sir, is that tearing our research people away from the truly creative task of conceptual development to work on lowly technological outputs will require substantial emoluments, well beyond the current capacity of the Centre to provide. Yet I feel sure that you will not want to let such a momentous discovery go unheralded, to deprive the nation of the fruits of our native Canadian genius.

I therefore propose to you, Sir, a feasibility study into a program of technological development. The first phase, the conceptual design of the feasibility study, would take one year and cost \$100,000, exclusive, of course, of overhead. Later substantive stages can be negotiated when the time comes.

In eager anticipation, I am, very truly yours, Grant Swinger, Executive Director."

Notes

In The House

In a recent address before the House of Commons, the Honorable Ron Basford, in his first major statement as Minister of State for Urban Affairs, outlined the activities of his portfolio.

Reprinted here are extracts from Mr. Basford's remarks.

"The Ministry was established, plainly recognizing and accepting two key facts; first, the Canadian fact of life, that municipalities are the creatures of the provinces for jurisdictional purposes, and second, that no one level of government could possibly begin to tackle urban problems in the comprehensive way that is required. These problems require the comprehensive and co-ordinated action of all three levels of government. Accordingly, my ministry's mandate states that it shall foster co-operative relations in urban affairs with the provinces and through them their municipalities, and with the public and with private organizations.

"Co-operation and co-ordination with provinces and municipalities is the purpose and the mandate of this ministry.

"Our mandate is broader than this, requiring us to evaluate existing and proposed policies, projects, and activities, to initiate proposals for new policies and to seek, in consultation with other authorities concerned, the co-operative development of an urban policy in Canada."

"Federal-provincial-municipal talks, meant to lead to some sort of structures for consultation, have been held in Ottawa, Toronto, Winnipeg and Victoria. Here in Ottawa last November, the premiers of the provinces agreed to support the principle of, and I quote: 'Close co-operation between federal and provincial governments toward the effective co-ordination of their relevant policies and programmes.'

"The first ministers at that meeting instructed that: 'On-going discussions to finalize the exact elements of the consultative mechanism go forward and be expedited.'

"That instruction, an initiative of the federal government, broke the impasse. (The Minister then announced an April 10 meeting of himself, Intergovernmental Affairs Minister Darcy McKeough of Ontario and Mayor Marcel D'Amour of Hull, Québec, to plan for the first tri-level national consultation. Mr. Basford added: "...and I hope that this will be the first of many such meetings.")

"The Ministry has been engaged from its first day in the development of structured co-ordinating links with separate provinces, and through them with specific urban regions. These efforts are now starting to show progress, despite the difficulties inherent in such a process. Links have already been established, and specific bodies created for the urban regions of Vancouver and Montreal. These have already yielded practical results of short and long-term significance. Similar links are currently being created for the urban regions of Edmonton, Calgary, Winnipeg, Toronto, Quebec city and Halifax, in all cases with provincial knowledge, support and involvement.

"The Ministry has focused on key agencies in its task of establishing links within the federal government to bring co-ordination and a specifically urban view to federal policies and programmes. These include, for example, involvement in major federal works in cities, in disposal of urban located military bases, in decisions regarding the management of federal lands in cities, in investigations and policies regarding urban transportation alternatives.

"This Ministry is instructed to initiate research and policy studies relating to urbanization and is to co-ordinate urban related research within the government of Canada.

"We have begun to study the effects of a range of current government policies on cities and on urban regions. The Ministry is now designing public programme impact models of both national and big city scale, that are heavily based on computer simulation. Groups are working on the social consequences of what exists now and what we could have in such areas as housing policy, transportation, government operations affecting urban land and development, new devices to affect the use and allocation of land, and others.

"Our priorities for policy studies include population distribution, urban concentration and growth, government finance and revenue sharing transportation and communications, federal land management, the character of employment to be created in this decade to meet the massive growth in labour force that is occurring, the federal role in the problems of urban poverty, and others.

"We are not using research as an excuse for not doing anything but are acting already on the basis of information. In this kind of research and study, we are not seeking theoretical answers but practical solutions and implementation programmes."

Illich

Ministry Seminars

The Speaker Program of the Ministry is an occasion for members of the Urban Affairs staff to discuss issues and meet professionals who are knowledgeable experts in their field. Dr. Ivan Illich of the Centre Interculturel de Documentation in Cuernavaca, Mexico, recently conducted a three-hour dialogue with Ministry members with the help of a colleague, the Mexican architect Dr. Eduardo Terrazas. For the benefit of the people who could not attend the meeting, here is a brief Rapport report on the seminar.

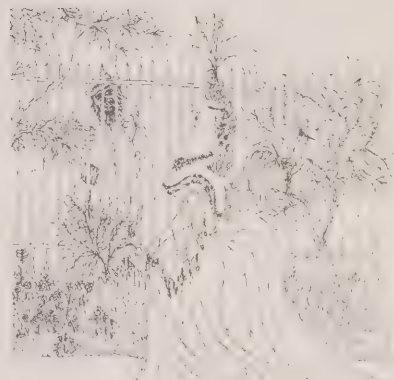
Dr. Terrazas opened by reading a "manifesto" demanding an immediate halt to uncontrolled growth and making a plea for research into finding methods of controlling the means of production, so as to restore an equilibrium between man and machine.

Dr. Illich agreed, saying that we try to use all our resources to produce the maximum quantity of goods. Then, he said, we worry about consuming these goods.

We should work instead toward a society where we first decide which goods we require and then use the minimum resources necessary to produce only the quantity required, Dr. Illich said.

The difficulty facing man, Dr. Illich contended, is to devise a political process that will help society attain the desired equilibrium. This process he feels will gain support when it discloses the menacing results of compulsive over-efficiency, and makes clear that institutions are functional only insofar as they promote a delicate balance: the equilibrium between what man can do for himself and what tools at the service of the institutions can do for him.

Dr. Illich suggests that society should be reconstructed to allow individuals an opportunity to make a greater personal contribution to a proposed "new economic system" — a system designed to satisfy human needs. A reconstructed society along these lines would result in the evolution of what he terms a "convivial" life style.



A convivial economy, says Dr. Illich, would be designed to allow all its members the most autonomous action by means of tools least controlled by others, since, he said, people feel joy (as opposed to mere pleasure) to the extent that their labour is creative.

The growth of tools beyond a certain size or power, Dr. Illich maintains, increases regimentation, dependence, exploitation, and impotence. In fact, he said, "all technological systems can reach a size at which they frustrate the purpose they were meant to serve. In the extreme case their products can destroy nature, society or psyche."

Unless the political process he alluded to changes society, says Dr. Illich, the future is bleak. The prospects of continued over-production and over consumption of goods call for a bureaucratic dictatorship that would set limits which would maintain and optimize the industrial age at the highest possible level of output which man can endure. This future life in a plastic bubble would ensure survival but render it worthless, and eventually engineering would be turned against man. And, Dr. Illich predicts, forms of psychogenetic tooling of man would become a condition of further growth — a growth which depends on reduced population and higher programming of man for his environment.

Tête-à-tête

Working Papers

The Research and Policy Division of the Ministry continues to publish its "working papers" series. The abstracts below are from papers two, three, and four in this series.

Paper number one, "Labour force growth and specialization in Canadian cities," by Ronald Crowley, was published last July.

An Analysis of an Urban Thoroughfare Philip G. Hartwick John M. Hartwick

This paper considers the economic impact of an urban transportation thoroughfare emanating from the central business district of a city and running out to agricultural land.

The paper demonstrates the nature of city-forming forces which are generated by the decision-making of producers and consumers in spatially defined areas.

Utilizing the elements of micro-economic theory, an analysis is made of how a residential area develops around a thoroughfare under different assumptions including transportation costs along the thoroughfare, and the technology of producing residential dwellings in the surrounding area.

With the aid of computer graphics, alternative economic landscapes surrounding the thoroughfare are simulated.

Housing and the Poor Irving R. Silver

This paper re-examines, from the point of view of the economist, some of the traditional concepts employed for the discussion of low-income housing, particularly in North America. Divided into three parts, the paper first analyzes several concepts employed by practitioners in housing programmes, pointing out the difficulties in the general usage and understanding of these concepts.

Part two discusses some of the more common solutions to the low-income housing problems, and in light of Silver's revision of the concepts, suggests how such approaches may be inappropriate.

In conclusion, the paper suggests that the matter of low-income housing is an integral component of other problems and facets of urban life and that any solutions must be directed towards the larger and more encompassing issues of general economic assistance.

A case study of the effects of an airport on land values Ronald W. Crowley

In an attempt to assess the effects of a public project on adjacent land values, this study focuses on the impact of an airport on real estate values. The author compares changes in land prices in one area adjacent to Toronto International Airport with similar areas in Metropolitan Toronto. Considering locational as well as land use choices facing decision makers, the model propounded explores possible benefits and costs in the vicinity of the public project.

The results of the study indicate that differences do exist in the pattern of price changes in the area around the airport in comparison with the property values in non-airport areas. The evidence also suggests that residential land values drop initially during periods of change but, after a time, increase approximately to their previously established long-run trend.

RAPPORT

Tri-Level Consultation In Canada

Moves to bring about ongoing and nationwide consultations on urban matters, one of the principal elements in the Ministry's mandate, are proceeding with success across the country.

In Winnipeg, Ron Basford, Minister of State for Urban Affairs, and his counterpart in Manitoba, Saul Cherniack, have announced that a new federal-provincial-city group has been set up, to look for and take action on urban projects in Winnipeg.

The group will first study railway relocation and its impact on the city, and it will look at community committees and means to improve communications between citizens and the new city council.

In Montreal, a tri-level committee is studying urban renewal as part of a broader probe of the Montreal Urban Community. André Saumier Assistant Secretary Coordination represents the federal Ministry on a coordinating committee, comprised of representatives of the province and the MUC.

The setting up of similar, three-level groups in major urban areas continues in Vancouver, Quebec City, Ontario, the Maritimes and the Prairies.

At the national level, agreement on the first national consultation on urban affairs, to be held in Toronto next November, was announced by Mr. Basford on June 19. This announcement follows preliminary planning meetings in April and May, between Mr. Basford, Darcy McKeough, Provincial Treasurer and Minister of Intergovernmental Affairs of Ontario, and Mayor Marcel D'Amour of Hull, outgoing President of the Joint Municipal Committee on Intergovernmental Relations.

The agenda for the first tri-level meeting will cover three items:

- A review by each level of government of the urban challenges it faces during a period of rapid growth and change;
- A discussion of the part each government should take in meeting the problems, with special emphasis on local governments' position in the constitutional framework;
- Discussions of possible machinery for inter-governmental cooperation and coordination to best tackle pressing urban issues.

Mayor D'Amour hailed the consultations as a "grand victory for municipal government," culminating two years of preparation and negotiation.

Quebec Minister of Municipal Affairs, Maurice Tessier, supported the tri-level consultation and, before the annual convention of the Canadian Federation of Mayors and Municipalities, emphasized that "if the federal government intends to give more financial assistance to urban programmes, the expenditures must be made through the provinces," a view espoused by other provinces across Canada.

For his part, Ron Basford, at the same meeting, stressed the federal government's position that, "to be effective and realistic, the November consultation can not be more than a forum. It cannot make decisions, nor policy."

The Urban Affairs Minister added that the November meeting "must not and will not take over established powers of anyone, or make decisions in place of those who make decisions now."



Division

External Research

The most recent research contracts awarded by the Ministry of State for Urban Affairs are for work ranging from a look at the impact of time and distance on industry, to migration patterns in the Maritimes and the future supply of people to do urban research.

Ten contracts, awarded within the past three weeks, total \$118,611. Mario Polèse, Centre de recherches urbaines et régionales, Université du Québec, receives \$66,823 for a study that will focus on Montreal and eleven cities that surround it. The study is to help understand the relationship among medium-sized outlying cities and large metropolitan areas. To do this, researchers will look at the construction of different means of transportation between 1951 and 1971 and will evaluate the effects this has had on industrial structure.

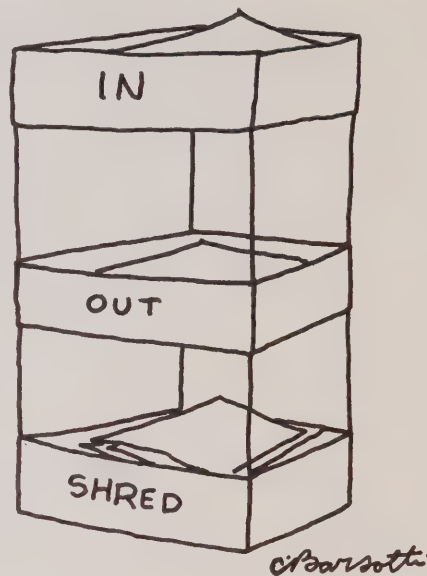
P. H. Jones, Institute of Environmental Sciences, University of Toronto, receives \$10,000 for a historical development study of innovations in domestic waste and water treatment technology. The results will tie into the Ministry's research on pollution and its efforts to influence changes necessary in present sewage and water treatment systems in Canadian cities.

A study costing \$6,900, undertaken by H. M. Kitchen, Trent University, will analyse the production and cost of garbage and water services in all Canadian cities with a population bigger than 30,000.

Carleton University's Allan Moscovitch will report next September on his \$7,400 study, Redistribution and Government Housing Policy in Canada. This is a look into how Government housing programmes have affected the location and kinds of houses built from 1947 to 1971.

Donald Demko, Barry Riddell and John Holmes of Queen's University, in a study costing \$4,748, will prepare a report on previous research and conduct a feasibility study for analysing migration in the Maritimes. The purpose of the study is to understand what factors determine the choice to move to a city.

Walter Hettich, of Carleton University's Department of Economics, will receive \$12,460 to forecast the supply and demand of people trained for urban management, planning and research in Canada. The study will also assess



existing education programmes in these fields. This project complements an existing Ministry programme of assistance for the training of urban managers.

Daniel Kubat, University of Waterloo, will look at the possibility of instituting a regular poll of "attitudes" and demographic characteristics for the Kitchener-Waterloo area. This ten-month pilot will cost \$4,788.

The Ministry is also supporting a conference under the auspices of the Committee on Comparative Urban Economics, through a contract in the amount of \$10,000. The conference, entitled Comparative Urban Economics and Development: Models, Issues, Policies, will gather together outstanding urban economists from many nations who will report recent research on comparative studies of socio-economic urban issues.

Two conferences will be held: one in Augsburg, Germany, in August and one in Windsor, Ontario, in November.

Participation

Gropius—A Retrospective July 18—August 15

A retrospective exhibition of the work of the late Walter Gropius opens in Ottawa this month.

The exhibit, open seven days a week, 10:00 a.m. to 9:00 p.m., is on view at the Government Conference Centre, July 18 to August 15. Admission is free.

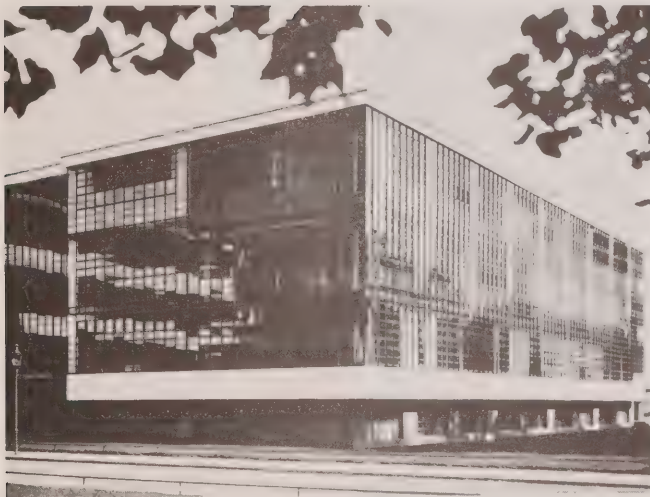
The exhibition includes photographic panels, scale models, a filmed interview with Gropius, colour slides, examples of his furniture design and a tea set on loan from Ottawa-area residents.

Architect, city planner, industrial designer and environmentalist, Walter Gropius is best remembered for the durable style of his "people-oriented" buildings.

Gropius founded the Bauhaus school of design and architecture, 1919, in Dessau, Germany. Through his interdisciplinary approach, mixing the arts and architecture, and his concept of teamwork, Gropius broke fresh ground. He insisted that planners forget the "beautiful" solution when necessary to concentrate on the political, social, and philosophical aspects of a design.

Associated for 24 years with The Architects Collaborative in Cambridge, Massachusetts and a teacher at Harvard University,

Bauhaus, Dessau



Walter Gropius—1883-1969

Gropius was a moving force behind much contemporary design philosophy. By the time he died in Boston, in 1969, he had left his stamp around the world and helped change the course of modern architecture.

The exhibition has been arranged jointly by the architect's widow, Ise Gropius, The Architects Collaborative in Cambridge, and the Bauhaus Archive in Berlin, Germany. It is circulated by the International Exhibitions Foundation, Washington, D.C., at the invitation of the National Capital Commission. Other Ottawa sponsors are the Ministry of State for Urban Affairs, Department of Public Works, Central Mortgage Housing Corporation, and the United States Information Service.

Some of the better known works by Gropius to be shown in the exhibition are: The Model Factory at the Werkbund exhibitions, Paris (1914), the Bauhaus Buildings, Dessau (1925), the project for the Total Theatre (1927), The Graduate Centre, Harvard University (1949), Back Bay Centre Development Boston (1953), and the Pan Am Building, New York (1958-61).

Tête-à-tête

World comes to Canada to demonstrate urban achievements

The latest research and achievements in the field of urban settlement around the world will be discussed and demonstrated at a 1975 conference in Canada, to be coordinated by the Ministry of State for Urban Affairs.

Delegates from some 135 countries will participate in the event, staged at Canada's invitation and approved at the recent United Nations Conference on the Human Environment in Stockholm.

J. W. MacNeill, Assistant Secretary for Policy Planning and Research, and Michel Lincourt, Coordination Branch, represented the Ministry in Stockholm.

Prof. Lincourt reports that the Ministry was charged with planning and coordinating the conference-demonstration in Canada. Preliminary research and liaison with the UN and participating countries has begun.

How people organize their environment, how and whether they succeed in improving it, the obstacles they meet and overcome in diverse physical and socio-economic circumstances, are some of the aspects of the Human Settlement Experience, the theme to be explored at the 1975 conference-demonstration. These questions were among the major topics of the Stockholm meeting but were recognized as requiring further study.

Presentations will be made by countries of all latitudes and levels of wealth, about approaches to problems of human settlement under the most diverse conditions. On behalf of Canada, the Ministry of State for Urban Affairs will report on its wide range of research projects dealing with urban renewal, housing, new town creation and other environmental issues.

In preparation for 1975, Prof. Lincourt outlines several areas requiring planning by the Ministry. It will participate in the formulation of an international assistance programme for environment improvement as well as in a UN study on worldwide policy regarding aid to underdeveloped countries. The actual organization of the conference and of the demonstration on experimental projects around the world will be coordinated by the Ministry. Moreover, private enterprise will be invited to demonstrate new trends and technology in housing, transportation, recycling and waste treatment, and power-saving urban systems.



Films-to-eat-lunch-by continue for the summer months every Tuesday, at 12:15, in the multi-media room, fifth floor.

On August 1, Professor Leonard O. Gertler will take up his post at the Ministry as Director General of Research. Mr. Gertler is now Director of the School of Urban and Regional Planning, which he helped found at the University of Waterloo. He previously was Director of Planning, Acres Research Ltd., after serving with the Edmonton District Planning Commission, and the City of Toronto Planning Board. Professor Gertler has also acted as policy advisor to agencies of provincial and federal governments.

In June, the Public Service Commission announced that Dr. C. Ian Jackson has accepted a permanent position with the Ministry, as Director, Planning and Evaluation Division of the Policy Research Wing. Dr. Jackson had been Acting-Director of the Division for the previous six months.

On August 1, Dr. Harry Swain will take on new responsibilities as Director, External Research. Presently working as Acting Director-General of Research and before this, as Acting Director of the programme he now takes over on a full-time basis, Dr. Swain has been instrumental in formulating the policy of this division and guidelines for external research contracts awarded by the Ministry.

RAPPORT

Bridging the gap

Sisyphus-like, Canadian cities are confronted with a struggle to stretch their taxing powers to meet their responsibilities.

In one of its largest external research contracts to date, the Ministry of State for Urban Affairs will analyze the causes of the municipal dollar shortage and examine possible alternative sources of income.

Property tax, the present chief source of municipal revenue, is inadequate. Despite commercial and industrial zoning, designed to bolster tax rolls, outgo exceeds income. With property tax bringing in some 90 percent of municipal revenue, and licenses and fines providing the other 10 percent, cities raise only about 50 percent of their required income. They rely on federal and provincial grants to make up the difference.

Like Philadelphia, Cincinnati, and Detroit, several Canadian cities are proposing some form of income tax to bridge the gap between mounting costs and dwindling revenues. Before the Second World War, Montreal, St. John's and other Canadian cities collected income tax. But after post-war federal-provincial tax rental agreements, municipalities stopped tapping this tax area.

Douglas Sherbaniuk, Director of the Canadian Tax Foundation, points out that spending at the municipal level in the last ten years "has been growing at an average annual rate of over 10 percent." This is faster than federal spending growth rates and slightly less than provincial increases.

"On a national accounts basis, spending at the local level amounted to more than \$6.8 billion for 1969, about 26 percent of the \$26.4 billion spent by all governments," says Mr. Sherbaniuk. "About \$2.7 billion was financed by federal and provincial grants."

In 1970, Montreal alone received \$417 million in such grants. The effects of such dependence on grants will be among the

elements of public finance considered by the MSUA-sponsored study.

To be completed in 1976, the study has received a contract for \$232,095. Principal researchers are Professor Richard Soberman, Director of the Centre for Urban Community Studies, University of Toronto, well known for his work on transportation issues, and Dr. T.A. Wilson, of the Institute for the Quantitative Analysis of Social and Economic Policy, University of Toronto.

The study will be done with the collaboration of the Urban Institute, Washington, D.C. The coordinator is Professor Andre Breton, Department of Political Economy, University of Toronto.

Elements of the study will include:

- The effects of federal and provincial grants on local expenditures - e.g., do provincial road grants encourage more rapid building of roads or does the growth rate stay the same? What are the comparative effects of conditional versus unconditional grants?
- The fiscal squeeze: is the gap between revenues and expenditures caused by conscious decisions to improve services or by necessary increases in existing services?
- The exploitation thesis: do the suburbs take undue advantage of the cities by using their services without paying?
- New simulation models: the effects of transportation systems on land values and property tax revenue will be analyzed.
- Zoning: the effect of zoning on the land market will be studied.

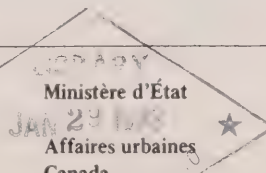
Case studies will focus on Winnipeg, Toronto, and Halifax, as cities representative of the Prairies, Central Canada and the Maritimes. Comparisons will be made with cities in the United States and Great Britain.

Findings may well pinpoint areas of possible future federal action and suggest directions for future Ministry research.



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Tête-à-tête

Films



Paul Tellier

Paul Tellier, Director General, Policy Branch

Paul M. Tellier, Assistant Secretary to the Quebec Cabinet, has been appointed Director General of the Urban Policy Branch in the Ministry of State for Urban Affairs.

The 33-year-old Quebec lawyer will take up his new duties on September 1st, 1972. The Urban Policy Branch evaluates and develops urban policies for the Ministry and the federal government.

Mr. Tellier was born in Joliette, Quebec. He is a graduate in Arts and Law from the University of Ottawa, and a member of the Bar of the Province of Quebec. He holds an M.A. degree from the University of Montreal and another M.A. degree in Political Science from Oxford University.

Mr. Tellier returns to the federal government after two years in Quebec City. His previous Ottawa appointments were with the Privy Council in 1968 where he participated in Constitutional Review and, in 1969, as Assistant Secretary to the federal cabinet.

Mr. Tellier has lectured for several years at the University of Montreal and at the University of Ottawa on political science and constitutional law.

ISA — 1974

Improved communications between sociologists and town planners is the aim of a new assignment undertaken by the Research Committee on the Sociology of Regional and Urban Development, Toronto. The committee is a member of the International Sociological Association, headquartered in Italy, which will hold its 1974 congress in Toronto.

Several national and international working groups are already investigating relationships which exist now and which could develop in the future between the two professions.

For further information on the work of the Research Committee, address inquiries to Prof. William Michelson, Department of Sociology, University of Toronto, Toronto 5, Ontario. Dr. Michelson returns to Toronto in September after completion of a one-year contract with the Ministry of State for Urban Affairs in Ottawa.

These are the films that will be shown at 12:15 p.m. on Tuesdays during September in the multi-media room on the fifth floor. The "films-to-eat-lunch-by" series is a joint project of the Communications Branch and the Information and Data Systems Branch.

5 Sept. Game of War: 62 minutes
"War games" and "crisis games" serve to train diplomats, soldiers and executives in understanding the complexities of their situations and to act under conditions of stress. This film, showing such a game in action, depicts the Middle East situation of 1969.

12 Sept. A Funny Thing Happened on the Way to the Dump: 50 minutes
An examination of the ways being devised to avoid the waste of waste. Some scientists predict we may run out of raw materials unless we plough all our waste back into the economy. We have the technology to do this, but at what price?

19 Sept. Le Ballon Rouge: 34 minutes
A little boy playing alone in the streets of Paris finds a red balloon. In a fantasy of rare charm and imagination, the balloon begins to take on a life of its own and the two play together until a gang of street urchins destroy the balloon. But suddenly and magically all the captive balloons in Paris come down to the boy and lift him up over the rooftops.

26 Sept. Cities of the Future: 25 minutes
This film focuses on the creative planning now in progress to surmount worsening conditions of pollution, slums and congestion of big urban centres. New architectural ideas are looked at.

Participation

Vancouver . . . 25,000 Questions

"I think the issue is whether or not Vancouver is going to have the guts to resist the freeway system syndrome and all that goes with it." The speaker, Bob Burrows, is a young United Church minister, one of a group of Vancouver citizens whose views contributed to the design of a questionnaire on current urban issues.

In a unique experiment, the questionnaire will be distributed in September by the Greater Vancouver Regional District to 25,000 residents. It will ask them what they see as the chief problems and challenges of their city.

The Ministry of State for Urban Affairs supplied technical advice and services as a preliminary to the questionnaire, at the request of the GVRD.

Starting in October, 1971, Urban Affairs research staff, headed by Dr. William Michelson, undertook a systematic review of Vancouver newspapers and other periodicals to identify opinion-makers and community leaders.

In March, 1972, Ministry staff interviewed 45 of them, including town planners, developers, politicians and representatives of community groups. Alderman Ernie Broome, Developer Arthur Block; Dan MacLeod, editor of *The Georgia Straight*; Kitty Maracle, Indians rights leader; and Gary Bannerman, *Vancouver Province* writer, were among those interviewed.

The problem most often mentioned was transportation and the proposed Third Crossing of Burrard Inlet from the north shore to the centre of Vancouver.

Garry Bannerman summed up the dilemma: "I don't know if the idea of building a bridge across the harbour is the whole transportation question. I think it goes a lot farther than that. For example, there is no plan in this city, there is no study that indicates whether there should be low downtown growth or high downtown growth . . . I don't know how in hell you can plan any reasonable transportation system until such time as you know what type of city you want to have."

Another concern relating to this problem was that of the political structure. The opinion makers felt that the three levels of government did not cooperate sufficiently and that the wishes of citizens were not taken into account.

To see if there was any difference in evaluation of priorities by the general public, another 300 Vancouverites were stopped at random in the streets by interviewers and asked to identify the most important issues of city life.

The concern mentioned most often by the man in the street was the environment, but those queried showed only limited understanding of the causes of the problem.

"The average Joe Blow just looks at the visible signs of pollution," says pollution fighter Derek Mallard. "He doesn't consider that he himself is the problem. Everyone points a finger at the ogres of industry, but the union worker who demands \$2 an hour wants that extra \$2 so that he can buy next year's eight-cylinder car or so that he can increase the size of his motor boat engine from 25 to 125 horsepower . . . he is just as selfish and as much a part of the growth syndrome as industry itself."

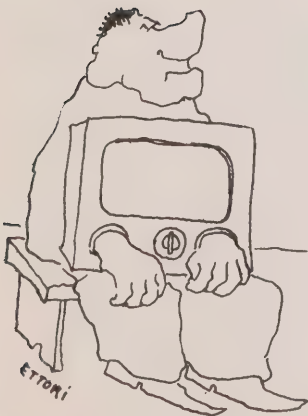
Mr. Mallard gave up a well-paying job as an engineer to head a Vancouver anti-pollution group.

In a further refinement of the questionnaire, preliminary interviews with 11 of 45 community leaders were videotaped. All other interviews were recorded on audiotape. The Ministry's Information and Data Systems Branch then produced a half-hour videotape summarizing the range of views expressed. Groups of citizens picked at random were shown the tape and a social animator led the ensuing discussion to help define more precisely what was meant by the issues raised in the videotape.

The results of the group discussions determined the content and format of the questionnaire.

To refine the information collected from the questionnaire, the Ministry is funding two UBC research teams. Professor Walter Hardwick, Department of Geography, heads a group which will analyze the different lifestyles of the population groups surveyed.

Professor John Collins, Department of Psychology, will assess basic attitudes towards the environment. He is interested in identifying the aspects of the environment that people perceive and value.



Research

High Rise, Low Rise, Community Ties

Despite the increase in the number of new single family houses in Canada during 1972, the overall trend in cities is towards the construction of more high-rise apartment towers. Some applaud, many oppose the trend: the feuds are well known, so are the arguments given by the city, the developers, the would-be tenants and the neighbours.

The dilemma to build or not to build has so far centred around the ecological, economic, aesthetic and physical issues. The Ministry of State for Urban Affairs, through its external research programme, is taking the issues one step further as part of a far-reaching and extensive study asking, "What are the effects of high-rise living on people?"

Barry Wellman, Department of Sociology, University of Toronto, has received a \$4,985 contract from the Ministry to undertake one portion of this overall project and study data on what he calls "High Rise, Low Rise, Community Ties."

The results of the Wellman survey will be carefully appraised by Professor William Michelson of the University of Toronto, who is himself part-way through a five-year study of high density living for CMHC and the Ministry of State for Urban Affairs.

So far, says Michelson, he has found nothing that would condemn high-density living or even high-altitude living.

"High-rise itself is not the problem," he says. "You have to look for the problem, if one exists, in the kinds of dwelling units that are being built."

Unwilling to pass final judgment at this early stage and still awaiting the Wellman report, Michelson nonetheless is preparing the first analysis of a survey done in Toronto which looks at the kinds of decisions that prompt people to move; what they expect of their new home; and then, how they feel about the move after it has occurred — does it live up to expectations?

"The concern," says Michelson about this Toronto survey, "is to gain a clear understanding of the selection process and consequent problems of people in specific environments, in order to determine aspects of the environment that bring success or failure."

Wellman, for his part, intends to review a set of data already collected in East York to



Integrating the neighbourhood

get answers to basic questions, such as, whether satisfaction with their dwelling is much different between people who live in apartments and those who live in houses. Or then, whether there is more distress and other adverse psychological effects among those who live in high-rise compared to those who live in single-family homes.

Community ties are going to receive close scrutiny: whether, for example, apartment dwellers are integrated into the local neighbourhood to a different extent than, say, their neighbours the house dwellers. Also to be looked at, is whether high-rise dwellers are integrated into the larger community to a different extent than single-family dwellers.

Assessment of the East York data will also try to unearth whether and how living in a high-rise complex is different from living in a single high-rise tower.

Although the information is taken from a single Toronto borough, it is expected that it will be possible to arrive at general conclusions about high-rise living.

RAPPORT

Tri-level task: Toronto

Improved social, physical and urban environments for Metro Toronto and the Toronto Centred Region are sought by a federal proposal to establish a tri-level action group to develop specific projects.

Urban Affairs Minister Ron Basford recently proposed the creation of an umbrella group of federal, provincial and Metro Toronto representatives to work together on regional and urban transportation, land assembly, housing and cultural facilities.

The idea behind this action is to mesh federal resources and objectives with provincial and municipal goals and plans. This is being done elsewhere — in Winnipeg, Montreal and other cities to follow — as part of a Canada-wide strategy of regional action groups on specific urban issues. Such regional cooperation parallels federal-provincial-municipal efforts to establish continuing tri-level consultation on urban matters in a national perspective, dealing with broad urban policy.

The federal proposal is that cabinet ministers from the federal and Ontario governments, including representation from Metro Toronto, form a policy action group to jointly plan and develop major projects for Toronto and the Toronto Centred Region. Supporting this group of decision-makers would be two groups of officials from all government levels; one of these would bring together plans and resources for short-term programs in Toronto. The other group would look into long-range issues in the planning and development of the Toronto Centred Region.

Federal suggestions of projects that could be implemented with the cooperative effort of the three levels of government are:

- Experimental commuter rail service on a line running north of Toronto;
- Federal contributions to planning and development in the eastern corridor of the Toronto Centred Region;
- Toronto Commuter Rail Study;
- Regional applicability of the proposed amendments to the National Housing Act.

Other federal projects offered for joint cooperation and consultation have been announced. These seek to make better use of high cost land, to provide open land and recreation areas and to stimulate cultural activities. The projects will require the cooperation of other federal departments and include:

- Consolidation of CBC headquarters and broadcasting facilities in downtown Toronto via a land swap with CNR;
- Consolidation of other federal property through a land exchange with the railways;
- Financing the cost of dredging the main channel and widening the Eastern Gap to Toronto Harbour, to improve ship movement and create an aquatic park;
- Decentralization of postal facilities to provide more efficient services;
- A substantial grant to the capital cost of the New Massey Hall, contingent on support from other governments.

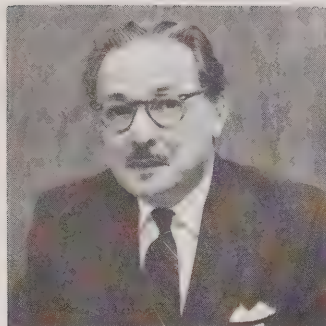


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Participation Films



Senator H. Carl Goldenberg

Three-way dialogue on urban matters

Countdown continues for what is hoped to be the beginning of many and continuing conferences on the future of urban life in Canada: the first national, tri-level conference on urban affairs will be held in Toronto, at the Four Seasons-Sheraton Hotel, November 20-21.

Chaired by Senator H. Carl Goldenberg, this will be the first conference where Canadian municipalities will become a major and participating contributor to national discussions on issues that directly affect them.

Sen. Goldenberg has been active in urban affairs since 1936. He was the author of a royal commission report in 1964 which resulted in the reorganization of Metropolitan Toronto and he completed studies last year on the greater Fredericton and Moncton areas.

He is also special counsel to Quebec Municipal Affairs Minister, Maurice Tessier, on the special study now being conducted into the future of the Montreal Urban Community.

The national consultations, first proposed by the federal government two years ago, are just one step in the continuing dialogue that is emerging as a means of solving persistent urban dilemmas and to discuss problems of mutual and national concern.

For additional details on the November tri-level meetings in Toronto, see the special supplement in this issue of RAPPORT.

Films continue to be shown at 12:15 noon every Tuesday during November in the multi-media room at the Ministry, on the fifth floor of Tower B, Place Vanier. The "films-to-eat-lunch-by" series is a joint project of the Communications Branch and the Information and Data Systems Branch.

Nov. 14 **HEROIC MATERIALISM:** 50 minutes

The last of the 13 episodes in the Kenneth Clark series, *Civilization*. Lord Clark takes viewers from the English nineteenth century to the days of radio telescopes and the exploration of space.

Nov. 21 **THE VATICAN:** 52 minutes

Remote and mysterious, the Vatican is explored through the camera of Mischa Scorer. The film crew penetrated the Secretariat of State, the most powerful and secretive department of all.

Nov. 28 **INDUSTRIES OF THE FUTURE:** 26 minutes **THE FUTURISTS:** 25 minutes

Twelve famous scientists, economists, educators and writers give their opinions on the world of tomorrow. Contemporary industry is viewed as but a ripple before the flood tide of tomorrow's big businesses.

Notes

Urban Canada's unique opportunity

"All too long have we talked about Canada's urban problems. Let's turn it around; let's focus on the opportunities of living meaningful urban lives," suggests H. Peter Oberlander, Secretary of the Ministry of State for Urban Affairs, as the theme for the forthcoming tri-level consultations beginning in Toronto this month. "It will be a new way of considering issues that have evolved over nearly a half century." Hope for real direction and control over Canada's urban development rests in a successful continuing consultation process, which allows federal, provincial and municipal views to be heard and reviewed simultaneously and assessed against available resources.

"The main significance, perhaps, of the Toronto meetings is the fact that the municipalities will be represented and that the Federal and Provincial governments will meet with these representatives around the table to consider common problems jointly," Dr. Oberlander says. "The November consultation has not only the participation but the support and commitment of all three levels of government, after extensive discussions held over the past several years."

It was Prime Minister Trudeau who, in 1968, in addressing the annual convention of the Canadian Federation of Mayors and Municipalities, held that year in Ottawa, first laid the basis for the 1972 tri-level consultation. He told the CFMM: "No single level of government can be expected to satisfy all the demands." On October 17, 1972, in Toronto, he stressed the role of the new Ministry of Urban Affairs, and cited the Tri-Level Conference as being an example of the Ministry's work "which will bring together for the first time in one meeting, representatives of the three levels of government responsible for urban affairs."

Again before the CFMM, this time in Halifax, in 1970, Robert Andras, then Minister responsible for Housing, proffered the first invitation for the establishment of a forum for federal-provincial-municipal consultation on urban matters.

In April, 1971, in Winnipeg, ministers of municipal affairs of the provinces and Mr. Andras agreed to set up a three-member, three-level committee which would make specific recommendations for the first tri-level meetings.

In July, 1971, the Ministry was officially created and one of its major mandates was to: "formulate and develop policies for implementation through measures within fields of federal jurisdiction in respect of the fostering of cooperative relationships in respect of urban affairs with the provinces and, through them, their municipalities, and with the public and with private organizations."

At Victoria, in August, 1971, another meeting of Municipal Affairs Ministers and Mr. Andras decided to seek an opinion on tri-level consultation from provincial premiers and the Prime Minister. These first Ministers, on November 17, 1971, agreed to recognize the principle of national consultations on urban affairs. They called for "close cooperation between the federal and provincial governments to bring about an effective coordination of their respective programmes and policies" in urban affairs. And they told a federal-provincial-municipal committee to get busy to "finalize the exact elements of the consultative mechanism. . ."

The continuing task of whatever tri-level consultative mechanism is developed will be to determine what kind of issues need attention, in what sequence, what are some of the alternative ways of meeting them, and by whom could action be taken. "Tri-level consultation is essential to agree upon the nature and scale of urban issues, their relevant priorities and the specific opportunities to improve urban life by concerted action of the three levels of administration," Dr. Oberlander says.

Each delegation, the federal, the provincial and the municipal, will be led by its chairman. In order for each of them to be free to speak fully on behalf of his delegation, Senator H. Carl Goldenberg has been appointed as sessions chairman to preside over the meetings, convened and hosted by the three co-chairmen.

The Secretariat of the Constitutional Conference, under Henry Davis, has been retained by the co-chairmen to arrange the conference and its proceedings.

"The purpose of the tri-level consultation is not to institute a system, but rather to keep in a tradition of consultation," Dr. Oberlander says. "At the same time, we propose to be practical and specific, in solving real problems, here and now."

"Formulate and develop policies for implementation through measures within fields of federal jurisdiction in respect of the fostering of cooperative relationships in respect of urban affairs with the provinces and, through them, their municipalities, and with the public and with private organizations."

Senator Goldenberg chairs and three co-chairmen host TLC

Three co-chairmen, appointed respectively by the federal, provincial and municipal delegations, will jointly host the business activities planned for the first Tri-Level Consultation on urban affairs in November.

Co-chairman will be federal Minister of State for Urban Affairs Ron Basford; provincial nominee Fraser Mooney, Nova Scotia Minister of Municipal Affairs; and Des Newman, President, Canadian Federation of Mayors and Municipalities.

Proceedings at the three business sessions will be chaired by one presiding officer, Senator H. Carl Goldenberg, selected for his long-standing interest and experience in urban affairs.

Three-point TLC agenda

A three-point agenda has been prepared for discussion during the three sessions scheduled for the first, two-day Tri-Level Consultation on urban affairs in Toronto on November 20 and 21.

Discussion papers distributed before the conference and brief presentations will explore:

- *the challenges of urbanization;
- *the respective roles of each level of government in meeting these challenges; and
- *ways and means of intergovernmental cooperation for effective and efficient action.

Tri-level financing

The three levels of government are financing the urban consultation in Toronto, with the federal government and the municipalities each paying 25 percent and the 10 provinces 50 percent of the cost. The funding covers the actual conference facilities and common services.

Travelling and accommodation expenses as well as special services required by each delegation will be financed individually. Administrative and specialized services (such as translation and interpreting) will be donated to the conference secretariat by the three levels.

Questions and answers about the first Tri-Level Consultation on urban affairs

When and where will the consultation be held?

On November 20 and 21, 1972, Toronto, at the new Four Seasons – Sheraton Hotel.

Who will attend?

Two federal, 10 provincial and 25 municipal representatives, plus their advisers – over 200 delegates in all.

Who called the meeting?

The meeting was planned and organized by a tri-level committee, made up of the federal Minister of State for Urban Affairs; the Ontario Minister for Intergovernmental Affairs; and the President of the Canadian Federation of Mayors and Municipalities.

Who authorized the meeting?

The Prime Minister of Canada and provincial premiers, meeting in Ottawa on November 17, 1971, requested that arrangements for a federal-provincial-municipal conference be made by a tri-level committee. The premiers directed "that on-going discussions to finalize the exact elements of the consultation mechanism should go forward and be expedited."

What is the purpose of the consultation?

Delegates at the consultation will assess priority urban problems and challenges; the respective role of each level of government in meeting them; and ways to assure continuing planning and action by all levels of government working together.

Why is tri-level cooperation necessary?

By the year 2000, according to present indicators, 90 percent of Canada's population will be concentrated in urban centres. Accelerated urbanization already poses problems which exceed the resources of municipal governments; which extend beyond the limits of any given urban centre or region; which are common to many areas, throughout various provinces, across the country.

With federal, provincial and municipal participation, the identification of problems and the design of solutions will mesh rather than conflict or duplicate. Continuity and uniformity can be achieved to face universal problems.

Where does the federal government fit into the urban picture?

Federal responsibility extends to various aspects of urban development, such as transport – by road, by rail, by water and by air; housing – through NHA financing of public and private housing; water and sewage treatment – through financing of infrastructures; land use – through development of federal properties, affecting urban core renewal; in fact, there is hardly a federal department which does not play a role in cities and towns across Canada... as owner, tenant, developer or financier.

Beyond financing of major urban projects, the federal government has vast resources of knowledge and personnel, on a national scale, which can be placed at the disposal of provinces, regions and individual municipalities.

What is the role of the Ministry of State for Urban Affairs?

Under its mandate, the Ministry of State for Urban Affairs plays a coordinating role within, and acts as spokesman for, the federal government.

The Ministry has the responsibility to determine desirable norms; to anticipate developments; to establish policies, and to design mechanisms which will favour optimum urban development across Canada, in cooperation with provincial governments and, through them, with municipalities, as well as with other agencies and organizations involved in the urban process.

The Ministry assists the federal cabinet in decisions pertaining to federal property, in keeping with regional and local objectives and in accordance with national policies.

Through continued consultation and cooperation with other levels of government, the Ministry can promote the integration of plans and programs administered by federal, provincial and municipal authorities.

Recent announcements of railway relocation, waterfront development, metropolitan government studies are but a few examples of areas where the Ministry is ready to cooperate at the regional and local levels.

What are the national urban priorities?

Determining these priorities is the prime objective of the first Tri-Level Consultation in Toronto.

Tri-level secretariat prepares Toronto consultation

Representatives of federal, provincial and municipal governments will direct and co-ordinate preliminary arrangements for the first Tri-Level Consultation on urban affairs to be held in Toronto on November 20 and 21.

Preparation for the two-day meeting includes all physical aspects, to assure the smooth operation of the conference and the well-being of delegates.

The new Four Seasons – Sheraton Hotel, opposite Toronto City Hall, has been chosen for the sessions, scheduled morning and afternoon, Monday and Tuesday.

Tri-level protocol

Patterned administratively after recent federal-provincial gatherings, TLC meetings will be held around open square tables, with provincial delegates seated in order of entry into Confederation. Facilities for simultaneous interpreting will be provided, with assistance from the federal government who have offered the services of their experienced conference personnel.

Over 200 participants for first TLC

Two federal delegates, 10 from the Canadian provinces and 25 municipal representatives will participate in the three meetings scheduled November 20 and 21 for the first Tri-Level Consultation in Toronto.

Each delegation has designated, from its ranks, one co-chairman for the conference, jointly hosted by the three levels of government. Urban Affairs Minister Ron Basford will act as co-chairman on behalf of the federal government; Nova Scotia Municipal Affairs Minister Fraser Mooney, for the provinces; and Whitby mayor Des Newman, President of the Canadian Federation of Mayors and Municipalities, will sit in for the municipalities.

The federal delegation will consist of Mr. Basford and one other cabinet member, supported by a group of 20 advisers, including the two territorial commissioners. The 10 provinces will be represented by Cabinet ministers, backed up by advisers, making up a total delegation of 100 officials.

Twenty-five elected council members, both urban and rural, will represent the municipalities, accompanied by 60 advisers.

Official participation by municipal representatives is a first for the Toronto conference.



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Research

Seminars explore urban issues

Are two-way television and computer retrieval systems in homes a promise for the years ahead — or are they an invasion of privacy? Would you choose to live in a “wired city”? What is a “wired city”?

These are some of the questions which were asked at a seminar held by the Urban Affairs Ministry last August. The subject was Reston, Virginia: the Wired City; the speaker, Dr. Rodney Lay of Mitre Corporation, Washington, D.C. Mitre is a non-profit research corporation, funded by the U.S. government, focussing on the study of two-way television, its feasibility and development. The emphasis is on finding a happy meeting ground for man and his computers.

Reston is a bold experiment in space-age living: an entire town where all homes are linked to each other by a central dial-a-computer service, with access to central information banks, and by closed-circuit television with which neighbours can see, and speak to, each other in their living room.

Urban Affairs researchers, communications experts and other interested officials from other departments and agencies attended the Ministry seminar, which lasted a whole day.

Electronic wizardry gave way to more familiar questions at another MSUA all-day symposium dealing with aspects of decision-making and problem-solving in the cities.

Issues tackled at this meeting were: Why housing programs fail; How to develop an effective housing program; and, of special interest to Ministry research staff, was the discus-

sion, Getting payoff from urban analysis. The participants were six members of McKinsey and Company, an international business management firm. Also included were Mr. Aimé Desautels, Director of Planning for the Montreal Urban Community, and Mr. Fred Hayes, former Director of the Budget, City of New York.

The Ministry's seminar program is an occasion for Urban Affairs staff to discuss issues and meet experts at informal meetings. Seminars usually last one or two days, and people of relevant background or interests from elsewhere in government are invited to attend. The Ministry is preparing to circulate transcripts in précis form of especially interesting encounters.

On October 2, another day-long seminar focussed on a pressing problem: Controlling urban population growth. Speakers and the audience discussed the policy and research implications of controlling population growth and city size, even questioning whether such control is either possible or desirable.

Guest panelists were Professors Joseph J. Spengler, Economics, Duke University; Harold Kaplan, Political Science, and William Bunge, Geography, York University.

Speakers invited to address Urban Affairs seminars in the near future include Professor A.J. Robinson, York University, who will speak on Cross country comparison of New Towns. Further information is available from seminar coordinator Peter Marshall, phone: (613) 993-3440, at the Ministry.

Tête-a-tête

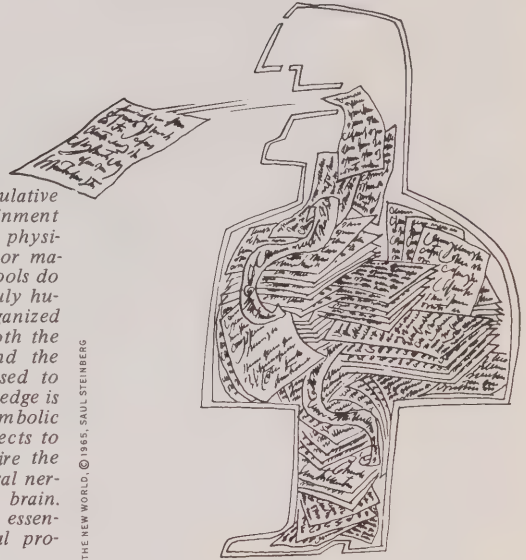
Skills?

"Skills constitute the manipulative techniques of human goal attainment and control in relation to the physical world, so far as artifacts or machines especially designed as tools do not yet supplement them. Truly human skills are guided by organized and codified knowledge of both the things to be manipulated and the human capacities that are used to manipulate them. Such knowledge is an aspect of cultural-level symbolic processes, and, like other aspects to be discussed presently, require the capacities of the human central nervous system, particularly the brain. The organic system is clearly essential to all of the symbolical processes."

Translation: people need skills and knowledge in order to attain their goals.

The quotation is from Talcott Parsons, eminent modern sociologist, and is an instance of his "monumental muddleheadedness," according to Stanislav Andreski.

Stanislav Andreski? He's a sociologist, too, a professor at Reading University in England, and he has massive scorn for the "smoke screen of jargon" and the "quantified trivialities" of social scientists. Andreski has recently published a book, *Social Sciences as Sorcery*, (Andre Deutsch; London; £2.95) in which he documents instance after instance of his claim, to illustrate that social scientists use ponderous generalities to express banal conclusions about human traits. Andreski criticizes the use of "pseudo-mathematical decorations" to make work appear profound. He believes that the traits of people which are really significant are those which cannot be measured.



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Most of whatever can be measured about people, he says, is not very important.

Andreski is not the first person to write such critiques about the practitioners of his trade. Grant Swinger (PhD., F.R.C.S.), former Executive Director of the Centre for the Absorption of Federal Funds (see RAPPORT, April, 1972) now absorbed into the Ministry of State for Urban Affairs as Director of Systematicized Reciprocal Programming within the Division of Federal-Provincial-Municipal Integrated Policy Options, is in compatible agreement.

"The problem of realizing comprehensible input which is not only systematicized but responsive to the monitored expressed needs of Canadians articulating their options is made all the more difficult by the jargon in which inputs are put in to us," Dr. Swinger said. "This is simply sloppy writing, a situation up with which we will not put."

RAPPORT

Tri-level consultation

Canada's three levels of government have started planning for the second national tri-level conference on the problems and issues involved in the urbanization process.

The conference co-chairmen met in Halifax on February 3 to review possible dates, location and agenda items, and have sent their recommendations for a late autumn meeting to the provinces.

The three — Hon. Ron Basford, Minister of State for Urban Affairs; Hon. J. Fraser Mooney, Nova Scotia Minister of Municipal Affairs; and Mayor Des Newman of Whitby, Ontario, president of the Canadian Federation of Mayors and Municipalities — were the key actors in the first tri-level conference, staged in Toronto last November.

That initial gathering launched the governments on "a necessary voyage of political discovery," as political commentator Harold Greer later wrote. It affirmed the principle, and the necessity of continuing national tri-level consultation and cooperation in

coping with the accelerating rate and the problems of urban growth.

The conference also gave its blessing to the establishment of tri-level groups at the region-province level and at the local level, whereby the three levels of government plan and allocate resources together, rather than separately and often in conflict.

Halifax-Dartmouth tri-level group created

Meeting February 3 to discuss development opportunities in the Halifax-Dartmouth area, Mr. Basford and Mr. Mooney announced the formation of a three-level group to seek out and implement projects aimed at improving the metropolitan region.

The group will consist of three senior officials from each government level.

They will work at coordinating urban policies and resource expenditures in the Halifax-Dartmouth region.

"Bringing programs and policies together so that they are working in the same direction will allow the various



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Tri-level consultation (continued)

levels to focus on agreed projects and reduce conflict and waste," Mr. Basford emphasized.

First order of business for the group will be to refine a regional development plan and ready it for public presentation and discussion.

Such a development strategy underpins future action in the region, according to Mr. Mooney.

The group will also deal with such issues as housing, transit service, recreation facilities and economic development. The federal government has a keen interest in ensuring that federal economic programs are integrated with provincial and municipal plans, according to the Urban Affairs Minister.

Tri-level action groups already exist in Winnipeg and Montreal. Work is going forward to establish them formally in other major centres such as Toronto and Vancouver. Some provinces have shown interest in getting province-wide tri-level mechanisms under way.

In the Halifax-Dartmouth group, local representatives are Halifax city manager Cyril Henderson, Dartmouth city administrator C.A. Moir and Halifax county clerk H.G. Bensted.

Provincial representatives will be Dr. Michael Kirby, principal assistant to

Premier Gerald Regan, and two other senior officials yet to be named.

Federal representatives are André Saumier, assistant secretary, Ministry of State for Urban Affairs, and Roger August, the Ministry's senior coordinator for the Maritimes. Another federal official will be named shortly from another department.



Erskine Linsley in RPPH KI W

Policy

Urban policy – what does it do?

Directed by Paul Tellier, the Urban Policy Branch delivers a major output of the Ministry of State for Urban Affairs, which is policy planning.

Advanced techniques of projection and forecasting, analytical methods and, above all, a broad knowledge of urban issues, are the basic tools of the policy trade. Objective projections, based on existing data, are translated into practicable policy recommendations.

Why project, forecast and analyze? Because it is no longer possible to build an urban society without considering the future consequences of what we do in our cities. Urban decisions of today, taken in isolation, lead to more problems tomorrow. For instance, intervention in urban transportation causes changes in neighbourhood land and housing markets, modifies land-use patterns city-wide, affects the whole urban fabric. Such consequences need to be understood and anticipated.

National objectives

Policy Branch aims to develop national urban objectives. Distinct from federal goals, these *national* objectives concern all three levels of government – federal, provincial and municipal.

The balanced development of a network of cities, for instance, is one such objective. Should development, however, centre on just a few major urban centres – such as Montreal, Toronto and Vancouver – or should it encourage the growth of a greater number of smaller cities? Or should there be some policy in between? Policy Branch, relying heavily on the research work in and supported by the Ministry, and drawing from experiences of the Coordination Branch in relating to other governments, to federal departments and to organizations, provides policy recommendations.

Urban policy framework

A major task of the Branch is a unified strategy for policy development – guidelines for policy-makers, identifying the areas of possible federal intervention, such as housing, transportation, recreation and environment.

Such an overview is meant to facilitate decisions on issues such as the siting of major services in municipalities or the location of a new airport. In arriving at such decisions, there needs to be a clear view of what planning should aim for.

(Continued on page 7)

Research

Allometry

Allometry, a concept borrowed from the physical sciences, is being used by an Urban Affairs Ministry researcher to study the consequences of growth on urban centres.

Dr. Michael Ray, consultant to MSUA, is directing a Ministry study using allometric techniques, to uncover more knowledge about regional disparity in Canada, an issue that perpetually haunts policy-makers.

The most generally accepted definition of allometry is that of the American zoologist, S.J. Gould: "Allometry is the study of size and its consequences." In more precise terms, allometry studies the size relationship existing between the various parts of a whole or between one part and the whole (a whole may be an animal, a city, a country, a person, etc.)

How can we explain clearly the relationship within a whole? Gould, author of *Allometry and Size in Ontogeny and Phylogeny* and of numerous articles on methodology and the study of particular cases in the area of growth and form, succeeded in doing this at a seminar on allometry held recently by the Ministry of State for Urban Affairs. Gould used zoology (he is a member of the *Museum of Comparative Zoology* of Harvard University) to present very colourful

examples illustrating the basic principle of allometry.

In comparing the size of limbs of prehistoric animals to the size of their various organs, researchers found that, for two animals of the same family, the head and eyes of the larger were proportionally smaller than those of the smaller animal. In other words, if the body of an animal increased ten times, its head would increase perhaps only four times. However, the feet had to grow much more rapidly to support the larger weight with the same ease.

In the same way, Galileo had already discovered that the thickness of a tube must be more than doubled for it to retain the same strength when its length is doubled.

It may therefore be said that allometry studies the relationship existing between various observed measurements and allows researchers to draw conclusions because of the general laws thus discovered.

If taken too far, reasoning based on allometric calculations leads to absurd conclusions. For example, the thickness of a tube could exceed its length if the thickness had to be increased faster than the length to conserve the tube's strength! Similarly, an animal could become nothing but feet if it were to grow endlessly!

Allometry (continued)

Allometry in community planning

These logical limits to growth can render great service in community planning. For example, the growth rate of parks may be measured in relation to that of the population and commercial areas. In this way, it may be predicted when a certain trend should be "modified" to keep a healthy equilibrium in a given city.

Two others taking part in the Ministry's seminar, Michael Woldenberg and Geoffrey Dutton of the Laboratory for Computer Graphics and Spatial Analysis of Harvard University, are particularly interested in the applications of allometry in community planning.

Woldenberg, using the data compiled in *Land Uses in American Cities* by Harland Bartholomew, began an allometric study of the use of land in certain cities in the United States. He studied the proportions of land reserved for single-family dwellings, duplexes and apartment buildings, as well as for business, parks and playgrounds. Then he found the growth rate for each category and was thus able to see the various trends in American cities at the time.

Projects in the Ministry's allometry study are varied and exciting, include

Allometry carried to extremes



work undertaken by outside researchers.

Ray is attempting to gain a better understanding of the reasons for regional disparity and thus to help combat it more effectively. The Study might show that when one sector of industry is influenced, the welfare of the population is more affected than if another sector is influenced.

Projections made in order to see development trends in the main urban centres of Canada are another area of interest to Michael Ray.

At the present time, allometry is also being used to study certain European cities (Canadian cities are said to be more European than American from many points of view), in order to arrive at conclusions which will show mistakes to avoid and success to imitate, and the best ways of doing this.

According to Ray, before we go any farther we must especially study "the spatial concentration and regional disparity, the changing spatial organization of urban and regional systems with increasing size and advancing technology, and, more generally, the recognition of the consequences of size and the limits to growth".

Ray plans to give greater scope to his research by studying the growth of cities and regional disparities.

Two books: Canada's urban corridor and our historic buildings

Two books are being written under contract to the Ministry of State for Urban Affairs.

The first one deals with Canadian urbanization, now and in the future — in the Windsor-Quebec axis: why is this the most highly urbanized, industrial strip in Canada? More than half the nation's population lives and works here; and this area, which takes in Montreal and Toronto, Canada's two largest cities, continues to grow and to influence and stimulate the economic and social life of the whole country.

The external research program of the Ministry has commissioned Professor Yeates of Queen's University to write a monograph on causes and effects of the urbanization of the Windsor-Quebec strip.

A geographer and expert in the techniques of spatial analysis, Maurice Yeates will focus on the spatial setting of the Windsor-Quebec corridor. He will include land-use maps, figures on housing, the economic structure, and how these factors interact with each other.

The outcome of the \$103,000 study is likely to be, says Yeates, "a statement concerning the importance

Two books (continued)

Urban policy (continued)

of the area as a vital stimulant to the nation," and various proposals on how to spread this stimulant effect. . . both within the area and to the rest of the country. The author believes a definite "role for the axis is in strengthening the Canadian federation."

The "how to" of acquiring, preserving, renovating and using old buildings is the focus of another external research project.

The object of the \$24,000 project, headed by Ann Falkner of Ottawa, is to publish a guide to private restoration and rehabilitation of commercial and residential buildings, "of potential historic interest, but which do not qualify as national historic sites," says Mrs. Falkner.

The book will provide practical information on procedures involved in acquiring and financing the renovation of old buildings; it will give examples of successful projects, and it will include an analysis of possible financial returns to private renovators.

Canadian, British and American experiences will be analyzed. There will be sections on evaluating and selecting significant buildings, and explanation of the Canadian Inventory of Historic Buildings and its use.

Railway relocation

Policy Branch is actively concerned with the consequences of proposed relocation of downtown railway facilities. What happens to the city if railways move to the outskirts? The Branch advises on preferred courses of action, and possible areas for Ministry intervention such as the utilization of reclaimed railway land in the city core and the core's potential for urban rebirth.

Conference agendas

The developing tri-level scene is making demands on the Policy Branch. The Policy team is being called on to develop and draft the working agendas for tri-level discussions nationally and regionally, as well as to prepare federal position papers.

Films

Films are shown at 12:15 p.m. every Wednesday in the multi-media room on the fifth floor, 355 River Road.

The "films-to-eat-lunch-by" series is a joint project of the Communications Branch and the Information and Data Systems Branch.

Tête-a-tête

Urban directory compiled

A directory of Canadian urban information sources is being compiled by the Ministry of State for Urban Affairs.

The Information Resource Service of the Communications Branch, is contacting libraries and information centres in government and the private sectors to gather the following information for the directory:

- Reference sources: bibliographies, directories, periodical literature, libraries and information units;
- Basic introductory readings;
- University teaching and research units;
- Intergovernmental units;
- Subject index;
- Author/name index.

Editor of the directory is Sheila Protti, former chief of IRS.

The Information Resource Service is also developing a collection of Canadian municipal documentation.

Zoning and land use maps have been obtained from most of Canada's major urban areas. Files for these municipalities will be updated annually with additional documentation and statistics received from cities and from provincial departments of municipal affairs.

The Service also began, last summer, a cross-country survey of municipal enabling legislation to bring this material together under one roof for use by Ministry personnel.

Molly Hirsch has replaced Sheila Protti as head of IRS. Her philosophy for the service-gearred unit is summed up thus: "The idea is both to respond to users' requests and to anticipate these requests". To do this, the Service keeps informed of on-going research projects within the Ministry or under outside contract; scans incoming material for relevant articles and publications; stays abreast of activities and programs of organizations, agencies, governments and universities; and also maintains information on key people — their interests, appointments and publications.

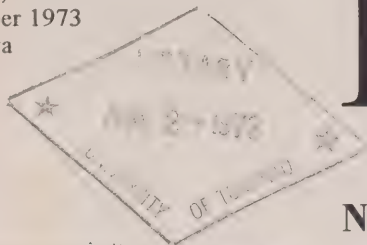
Pulling information together and passing it on quickly rests on a reference collection of books, documents, serials, bibliographies and indexes relevant to Canadian urban affairs. A monthly accession list of 175 periodicals, journals scientific papers and 50 newsletters received at the Ministry is circulated. Articles of special interest are singled out and copies made available to those interested.

The other cornerstone of this system of information dissemination, the inter-library loans section, now handles a daily volume of up to 50 requests.



Molly Hirsch

RAPPORT



New home in old walls



The side entrance to the remodelled, three-storey Bishop's Palace was later walled in.



The original central doorway and mansard roof will be reinstated during renovation.

The LaSalle Academy complex on Ottawa's Sussex Drive will shortly change vocation: once a bishop's palace, then, successively, a college, a hotel, army barracks, private boys' school and repertory theatre, it is to be restored to its original architecture and serve as permanent offices for the Ministry of State for Urban Affairs.

The LaSalle restoration complements plans by Ottawa City Hall and the National Capital Commission to preserve the historic character of Lower Town and the Byward Market area.

More than 130 years ago, the "Bishop's Palace," the original three-storey home, was built on the hill overlooking the Ottawa River, only yards away from a new Catholic church under construction. A little further, a new hospital was also being set up by the Grey Nuns. A hotel, a butcher shop and other new stores lined the street, in the wake of the Rideau Canal construction which brought a sudden influx of population and new prosperity to Lower Town, founded barely a generation earlier. Bytown had just received its name.

Of rough hewn stone and rubble, with heavy cedar beams, this was a pioneer's home, one of the first stone structures of Ottawa. Walls one foot thick even withstood the fire which gutted the house in 1893.

First listed in Bytown directories in 1842, the house may have been built as early as 1835 by one Thomas Donnelly, who rented it in

1847 to the first Catholic Bishop, Msgr Joseph-Eugene-Bruno Guigues. No more is known of Donnelly. Msgr Guigues, at 32, founded the Bytown bishopric and oversaw the construction of the new Basilica whose towering spires dominate almost every scenic print of the city since that period. The official bishop's palace, next to the Basilica, was completed in 1851 and Msgr Guigues moved to St. Patrick Street.

The following year, the Donnelly home became a bilingual boys' academy, the Collège de Bytown. Classrooms were added through the construction of a much larger stone structure, funded by Msgr Guigues and the people of Lower Town.

After only four years on Sussex Drive, the college moved to land donated by Louis Besserer in the newly developed residential district of Sandy Hill, in 1856. And the former bishop's palace-cum-academy became the Champagne Hotel.

October 23, 1866 marked another sudden turn in the buildings' history: for the grand sum of \$500, innkeeper Bernard Larivière had to surrender the hotel in 24 hours and the 100th militia regiment moved in. The Fenian Raids appeared to threaten embryonic Canada and the army had to defend the Rideau Canal and the locks built by Colonel By against a possible American invasion.

For the next four years, the garrison was billeted in the Champagne Hotel. The Fenian



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New home in old walls (cont'd)

Raids, however, proved to be nothing more than a border skirmish. Confederation was enacted in 1867, and in 1870, the regiment moved on.

In January 1871, the bishopric sold the buildings to the Separate School Board of Ottawa, who moved the Notre Dame Parish School from Murray Street to the larger premises on Sussex Drive. The teaching Christian Brothers then converted the parish school into a commercial academy for male graduates of the area's separate schools and, in 1878, Notre Dame School moved again to Queen Street.

The new academy was still housed on Sussex when a fire completely gutted the buildings in 1893. Promptly rebuilt by the Brothers, the academy continued to function until 1895, when the congregation disagreed on contract clauses proposed by the newly-created Department of Education at Queen's Park: on September 30, the Brothers moved out and the Separate School Board of Ottawa took over the school. But not for long: in 1902, the Brothers, at the request of former students and friends, bought back the buildings for \$12,000 and established a private bilingual school under the name LaSalle Academy.

For 27 years, the school prospered as an academic institution, stressing scientific and literary education over the commercial. By 1926, the long-standing feud with

the Department of Education was resolved: the Academy finally adopted the official teaching program of Ontario high schools. Enrolment rose from 300 to 600, and, in 1934, a new wing was added along Guigues Street.

Ottawa's first professional theatre, the Canadian Repertory Theatre, was founded in 1948 and used the LaSalle auditorium facilities until 1956. For \$40 a week, Lorne Greene, Christopher Plummer, Amelia Hall, William Hutt and Betty Leighton played some of their first leading parts on the LaSalle stage. Then funds ran out.

In 1956, a gymnasium and cafeteria were added on. Fifteen years later, the Academy moved to new quarters on St. Patrick Street and was renamed the LaSalle Secondary School, a coeducational, lay institution, with a present enrolment of 1,322.

After an extended study on the building's viability and in conjunction with other moves to preserve the historic heritage of the area, the federal government acquired the Donnelly-Guigues-LaSalle property, on March 20, 1973; and, turning the clock backwards, the now dwarfed stone residence will soon recapture some of its charm and prestige as a gracious locale for the offices of the Minister of State for Urban Affairs, while the administrative offices of the Ministry move into the more recent school annexes.

City revitalized

Built over a period of more than a century, the four wings of LaSalle Academy are an Ottawa landmark, near Notre-Dame Cathedral.



The purchase of LaSalle Academy, an Ottawa landmark more than 100 years old, to house the headquarters of the Ministry of State for Urban Affairs, makes operative a principle recently expressed by the Minister, Hon. Ron Basford. In referring to the Neighbourhood Improvement Program of the amended National Housing Act, Mr. Basford said: "The soul of a city is in its neighbourhoods. Tear them away and the character of the city is destroyed."

LaSalle Academy has four wings: the Bishop's Palace, the Collège de Bytown, the High School, and the Gymnasium.

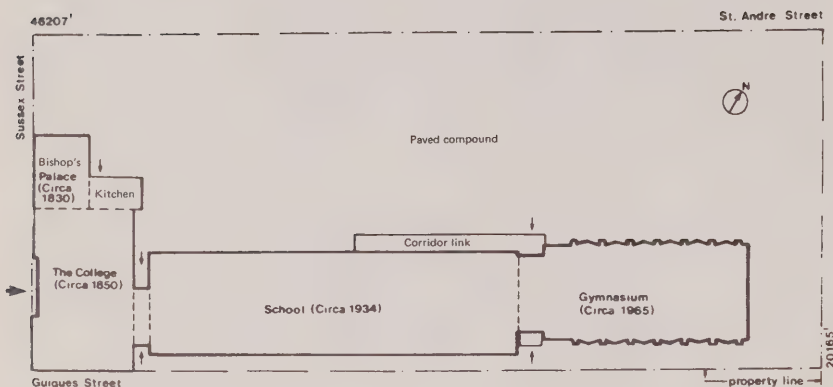
MSUA's new headquarters externally will look like the present LaSalle by half: the Bishop's Palace and the Collège de Bytown will, after renovation, appear as they did in 1852; the facades of the newer half, the 1934 and 1965 wings, will remain intact.

The original roof line of the Bishop's Palace with its two end chimneys will be restored. Similarly, the roof of the Collège, with its central cupola and two end chimneys will reappear. Both buildings will also have their original central entrances rebuilt with their graceful side and fanlights.

The interior of the older buildings will be completely gutted. The floors, ceilings and interior walls will be rebuilt to modern office building standards. The Bishop's Palace, housing the Minister and his staff, will be partly furnished in the style of the period. Executive offices will be in the recycled Collège wing.

The school wing will be broken up into general offices and services. The gymnasium proper will be converted into two stories of offices and the present cafeteria in the gymnasium wing will remain.

City revitalized (cont'd)



The renovated academy buildings will back onto gardens and minimal parking replacing the paved compound.

The courtyard will be landscaped. With flowers, walkways, and benches, the new garden will add to the open spaces of the Lower Town neighbourhood.

Within easy access of major bus routes, the Ministry, advocate of rapid transit and people-oriented cities, will allot minimum space for parking.

The million dollar purchase was announced March 20, 1973. Helmer and Tutton, Ottawa architects and site planners, in consort with John Leaning, a specialist in restoring old buildings, are drawing up the plans. From drawing board through tendering and construction to completion, the time taken will be an estimated 21 months. Tentatively then, headquarters will move into

the recycled buildings in late 1974 or early 1975. Officially the estimated cost of construction stands at \$3 million.

When completed, the new headquarters will exemplify Ministry policy: revitalizing old buildings, providing them with continuity between past, present and future. The Ministry will be the "living link" within the venerable walls.

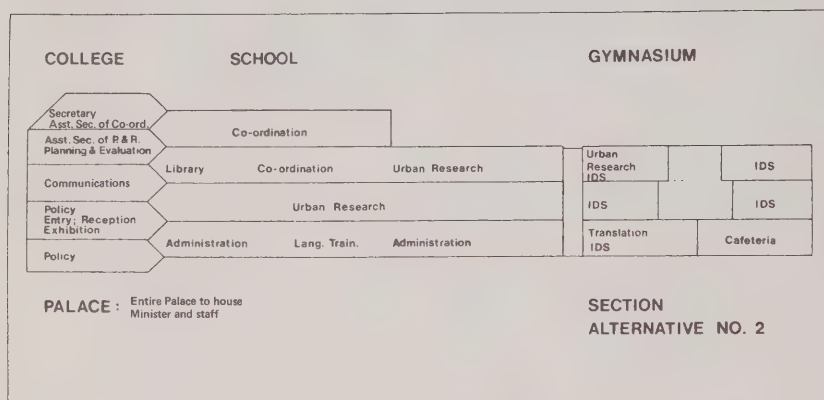
"By converting the usable existing fabric," as Dr. Peter Oberlander, Secretary of the Ministry, explains, "we begin to recycle the city, not only for economy but, essentially, for social and cultural continuity." Dr. Oberlander sees the restoration of LaSalle as an example of "trying to use and reuse the city rather than rebuilding it wholesale."



Restoration will reinstate the turn-of-the-century façade and roofline of LaSalle Academy but not the recessed, balconied entranceway which appears

in an earlier print. Bishop Guigues and the 100th militia regiment were among the more illustrious early occupants of the academy.

Remodelling by Lokat



Executive offices in the Bishop's Palace and administrative offices in later wings will occupy completely remodelled premises.

The extensive remodelling of La-Salle Academy for use as headquarters for the Ministry of State for Urban Affairs is being planned with the help of an innovative computer program, designed by MSUA research consultant Allen Bernholtz.

Lokat, a generalized space allocation procedure, allows both planners and end users to select preferred alternatives from a range of options developed by computer in considerably less time than would be required for the drafting of alternative architectural plans. Work areas, storage, traffic flow are all calculated and plotted by computer, resulting in a number of possible arrangements.

For LaSalle, the Bernholtz program inputs also included, on the one hand, the constraints imposed

by the existing size and structure of the building and, on the other hand, personal preferences and special working requirements identified through a preliminary staff poll. Based on the same data, proposed floor plans were designed by project architects. These layouts, the MSUA researchers note, bore an "astonishing similarity" to one of the Lokat solutions.

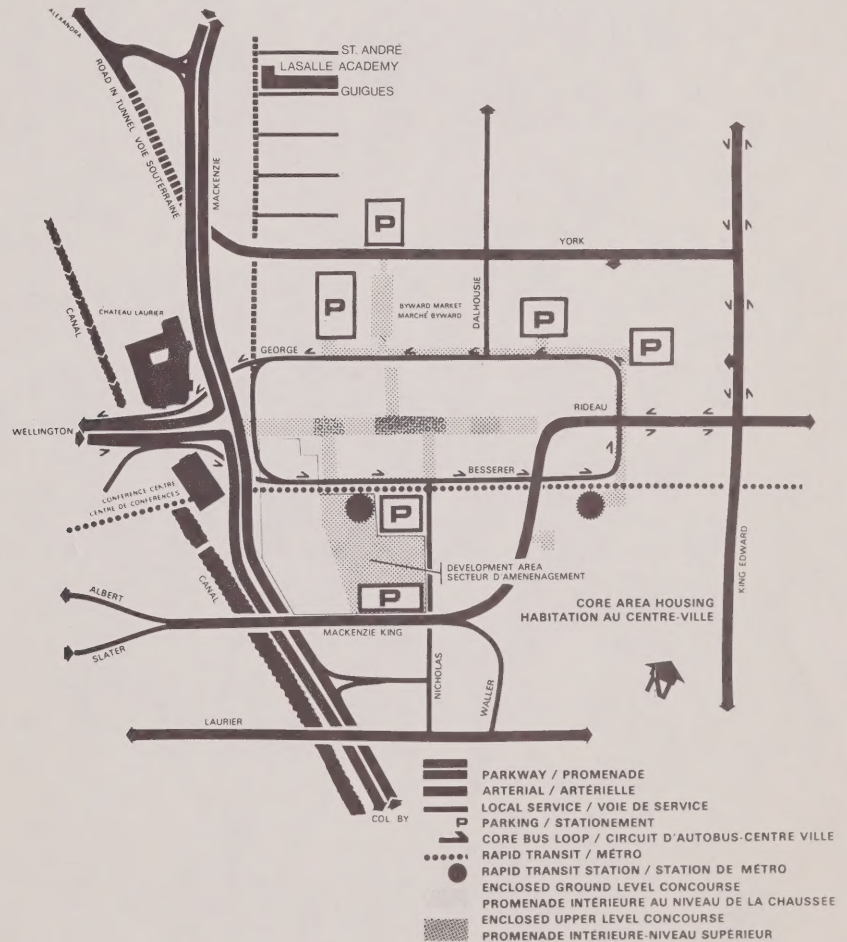
Designed for space allocation at the larger, urban scale, the computer program proved equally adaptable to the solution of more severely confined problems, such as the converted use of the Victorian LaSalle buildings. Computerized layouts are seen by inventor Bernholtz as a time-saving, effective technique for calculating and evaluating alternate solutions, both as a test and as an aid to architectural plans.

LaSalle part of Ottawa recycling

The recycling of LaSalle Academy for the use of the Ministry of State for Urban Affairs culminates a 12-year-old study of the building's architectural viability by the National Capital Commission and ties in with the plans of the Ottawa civic administration.

The National Capital Commission began expropriating buildings in the area in 1961 for recycling and historical preservation. With this acquisition by MSUA, the NCC's "showcase of history" on Sussex Drive receives another exhibit.

Rideau Square renovation and redevelopment proposed by the National Capital Commission will enhance Bytown area south of LaSalle Academy.



The renovation of the Academy bolsters the long-term urban renewal scheme of Lower Town Ottawa. The original Bytown site, Lower Town had opened up for settlement before Colonel By and his construction crews built the Rideau Canal.

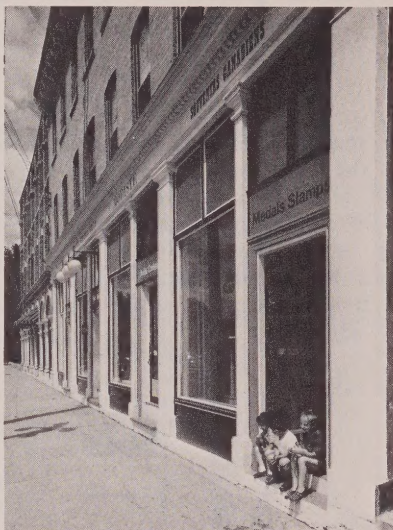
Two principal schemes to rebuild the entire Lower Town area of Ottawa are afoot:

- (1) the Rideau Square reconstruction and redevelopment program is proposed by the NCC;
- (2) the rehabilitation of Byward Market and Lower Town East is planned by the City of Ottawa. In Lower Town East, expropriation is now two-thirds complete.

In addition, in a bill introduced before the Ontario Legislature and given first reading April 6, the City of Ottawa asks for powers to designate buildings or structures as historic sites, to promote area stability and "preserve evidence of earlier values."

The Ministry, in finding a home in the midst of an urban rehabilitation area, vitalizes local programs, bypasses the bulldozer approach to urban renewal, and recycles an existing building that has character, neighbourliness, and historical connotations.

More important, the programs undertaken by the Ministry, the NCC and the City all aim to revive old Bytown by encouraging full-time, contemporary use of restored structures, offices, shops and residences. As Urban Affairs Minister, Hon. Ron Basford, points out, "we can't make every old building into a museum." The LaSalle complex will thus be given a new vocation, while preserving memories of its part in the neighbourhood's growth.



Sussex Drive renovation has restored original façades, revitalized cultural and business activity.



